



# Management Alternatives

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# Management Alternatives

This Final GMP/AEIS for Petersburg NB describes Alternative D, the preferred alternative and the plan recommended for implementation by the National Park Service. Based on the comments received from individuals, organizations, and public agencies during the draft GMP/EIS review period, no comments require the NPS to add an additional alternative, significantly alter an existing alternative, or make major changes to the impact analysis of the effects of any alternative. The NPS carefully considered the management and environmental consequences of implementing Alternative A: (No-action) and the three action alternatives (B, C, and D). Alternative D is the environmentally preferred alternative.

In this chapter, Alternative D is organized by mission goals, management zones and management prescriptions. Management prescriptions previously listed in the draft GMP/EIS under “Management Prescriptions Common to all Action Alternatives” have been integrated with Alternative D in this document to provide a more comprehensive overview of the preferred alternative.

Park mission goals reflect the park's purpose and significance and are based on NPS's service-wide mission goals. Mission goals are very broad and help define the vision a park is striving to achieve. Identified under each mission goal are four management zones: battlefield preservation, battlefield interpretive, historic interpretive and park development. The park is divided into these zones to help visitors and staff understand the types of resource conditions, visitor

experience and levels of use that are appropriate. In each of these zones, more detailed descriptions of desired future conditions and activities are known as management prescriptions. Each management prescription has action items that suggest how mission goals may be realized.

## Management Prescriptions

Management prescriptions are the core of each GMP and provide the foundation for all subsequent decision-making in the park. Management prescriptions further define mission goals. These detailed statements clearly define the specific resource conditions and visitor experiences that are to be achieved and maintained for the park's various resources and areas over time. The kinds and levels of visitor use, management actions and development that are appropriate for maintaining those desired conditions are identified. Management prescriptions become the primary source of reference for park managers and staff, who must determine if a specific action to be taken is consistent with the direction established and agreed upon for the park.

Taken together, the framework just described provides park managers and staff with a basis upon which to make their decisions for existing issues as well as future problems currently not apparent. The framework is not meant to take the place of more detailed development and implementation plans, such as collections management plans, maintenance guides and resource management plans.

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## PRESERVATION TREATMENTS AND THEIR RELATION TO THE ALTERNATIVES

Many of the management areas, identified above, require specific preservation treatments of cultural landscapes, historic buildings or archeological and ethnographic sites. The terms used to describe these actions have specific definitions and are described in the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*. This document defines the principles that federal agencies must follow when they stabilize or alter historic buildings, landscapes or sites.

The alternatives in this plan include preservation treatments consistent with the Secretary's Standards. As a part of the planning process, a number of different concepts were evaluated. Through public review and consultation with other public agencies and the NPS, the concepts were refined to identify the most appropriate treatments. Of the four levels of treatment—restoration, reconstruction, rehabilitation and preservation, only two apply: preservation and rehabilitation.

**Preservation** is the process of applying measures necessary to sustain existing form, integrity and materials of a historic property. Work includes stabilizing the property and focuses on ongoing maintenance and repair of historic materials and features. Preservation maintains the existing character of the resource. Most of the activity that takes place on the battlefields today is preservation; buildings, monuments and landscapes are stabilized and repaired to maintain their existing character. This treatment would include the removal of large trees that can damage the earthworks upon which they grow

due to wind throw and uprooting.

**Rehabilitation** makes possible compatible uses for properties through repair, alteration and addition while preserving significant historic features that convey historical values. Rehabilitation starts with identifying, protecting, retaining and preserving historic features. Changes that have acquired significance in their own right are generally



*Removing fallen trees helps preserve earthworks.*

retained and preserved. Historic features that have been changed or have deteriorated may be repaired. For example, such work could stabilize a building deteriorating due to a poorly engineered roof. Rehabilitation could also allow for the replacement of missing historic features like fences. Finally, rehabilitation permits alterations and additions for new use—an example could be the adaptation of a residential building for compatible commercial or visitor use as long as the historic appearance and character are retained.

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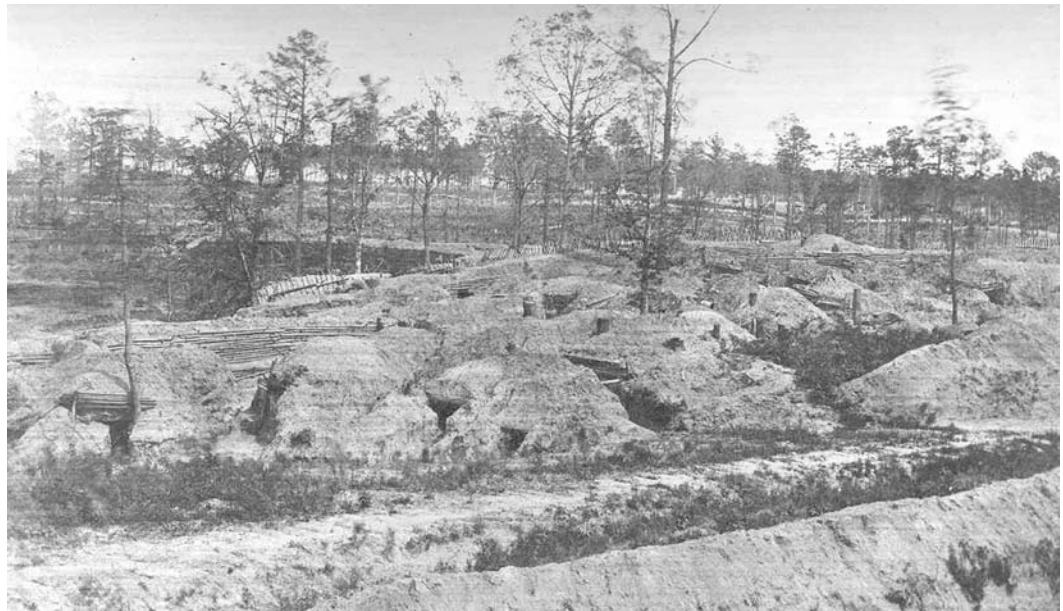
## MANAGEMENT ZONES

Petersburg NB will be divided into four zones that will identify how the different areas of the park will be managed to achieve desired resource conditions and to serve visitor needs. The zones are intended to protect park resources and make a range of quality activities available for visitors. The zones give visitors an understanding of where certain activities are and are not allowed. They also tell park managers where

limited by physical means or restricted to certain times. Modifications will be confined to those needed to protect resources from human impacts, manage the level of use and provide for public safety.

### Visitor Experience and Facilities

The zone would provide a sense of being immersed in a natural landscape and it would feel somewhat distant from most comforts and conveniences. Quiet generally would be expected, but occasional noise would be



*Gracie's Salient, Confederate fortifications.*

development can and cannot be added and the intensity of management that is appropriate in different parts of the park.

### Battlefield Preservation Zone Resource Conditions

This zone includes historic battlefield landscapes that are primarily in a natural and/or pastoral setting of forest, open fields and agriculture.

#### Level of Management

Actions will be primarily to protect natural and cultural resources. Access may be

tolerated. Encounters with other visitors would be infrequent, except during peak season. Facilities would include interpretive trails, kiosks, wayside exhibits and limited comfort areas.

### Battlefield Interpretive Zone Resource Conditions

This zone includes primarily cultural resources such as earthworks, monuments and objects located in both natural and manipulated landscapes.

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### **Level of Management**

Intensive management will often be required to protect resources and to ensure public safety. Modifications will be necessary to protect resources and manage levels of use.

### **Visitor Experience and Facilities**

This zone would offer visitors a fairly structured experience with on-site interpretation and education. Visitors would get an overview of park resources and

## **Historic Interpretive Zone**

### **Resource Conditions**

Settings are primarily formal and involve housing patterns and manipulated landscapes. The character is often defined by groupings of historic elements such as buildings or districts that are surrounded by cultural or natural landscapes. All sites are listed on the National Register of Historic Places.



*Ranger-guided tour with school group on battlefield.*

significance in a short time frame and with a minimum of physical exertion. Park orientation and interpretation of primary

park themes would be important elements of this experience. Sightseeing, learning about the battlefields, short walks, and attending interpretive programs would be common activities in this area. Orientation and interpretation facilities such as visitor centers, contact stations, trails, kiosks, wayside exhibits and other interpretive media would be appropriate.

### **Level of Management**

Cultural landscapes will be managed to perpetuate a particular historical, cultural or agricultural scene. Intensive management will often be required to protect resources and to ensure public safety. Modifications in these areas will be in harmony with the period of significance and will be confined to those necessary to protect the historic resources and manage appropriate levels of public use at each site.

### **Visitor Experience and Facilities**

Visitors would have a sense of being in a historical area and seeing something that adds to the cultural character of the Civil War and region. Self-guided or ranger led walking tours through areas with historic buildings, fences, walkways, and gardens would be important for the experience. Orientation and interpretation facilities such as contact stations, kiosks, wayside exhibits and other interpretive media would be appropriate.



*Gazebo at Poplar Grove National Cemetery, Memorial Day 2003.*

## **Park Development Zone**

### **Resource Conditions**

This zone contains a developed environment, although the surrounding setting may be natural or historic. Although buildings, structures, and other signs of human activity would be fairly obvious, there would be natural elements present too.

### **Level of Management**

The zone would be confined to relatively small areas for operational needs and public use. Administrative, maintenance and operational functions may require intensive management. Active management of recreation will help ensure resource protection and public safety.

### **Visitor Experience and Facilities**

In this developed zone, facilities would be convenient and accessible. The probability of encountering NPS staff would be very high. Facilities within the zone include park headquarters, ranger stations, trails, parking areas, and associated infrastructure.

The following types of NPS facilities are present in the development zones:

- **The Eastern Front Visitor Center**  
The park's only visitor center, this facility provides a variety of services including restrooms, orientation, interpretation (e.g., introduction to the park, themes, all manners of interpretive media), trip planning, item sales (interpretive and informational) and fee collection.
- **Visitor Contact Stations**  
Unlike the full service visitor center, these facilities provide limited orientation and interpretation focused at individual units. Restrooms are available and sometimes there are items for sale.
- **Comfort Areas**  
Usually located in isolated areas and include either portable or stationary bathroom facilities.

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## **ALTERNATIVE D: (THE PREFERRED ALTERNATIVE) THE LANDSCAPES TELL THE STORIES**

Alternative D, the preferred alternative, is the plan recommended for implementation by the National Park Service. Selection of Alternative D was based on the overall ability of the alternative to meet park objectives, support the purpose of the park and minimize adverse effects to resources while providing for public use and enjoyment. The vast majority of public comments provided during the draft GMP/EIS review period, including local elected officials and federal and state agencies, voiced strong support for Alternative D which NPS views as the best management direction for the park.

In this alternative, the cultural landscape is the mechanism by which all the Civil War stories are told. A major boundary expansion of 7,238 acres would preserve nationally significant battlefields, existing park resources and create opportunities for visitors to access these significant Civil War landscapes and resources.

The interpretive program is dynamic and interactive, conveying a more comprehensive Civil War story by making full use of available resources. The experience is much more compelling, as visitors are immersed in the landscape upon which battles were fought. Efforts by which NPS and others are protecting battlefields and other Civil War-related resources are emphasized.

Visitors can begin and be fully oriented at any of the five park units. At each unit, a full and comprehensive interpretive program is available, with each unit's story explained within the campaign. New programs and facilities would be developed at Grant's Headquarters at City Point, the new Home Front unit in Old Town Petersburg, Poplar Grove National Cemetery and Five Forks Battlefield.

Partnerships with localities and organizations that promote battlefield preservation and further Civil War understanding and interpretation are pursued.

### **Preserving & Protecting Resources** *Resources, including historic structures, landscapes, archeological sites, and monuments that contribute to the significance of the park are stabilized, preserved and maintained in good condition.*

Petersburg NB has 118 historic structures, including buildings, monuments, and earthworks, on the NPS "List of Classified Structures" as well as 4,400 collection items, thousands of archival materials and more than 2,600 acres of land to preserve and protect. Much of the day-to-day work of park maintenance and professional staff, and a large portion of the park's annual spending, is dedicated to the protection, preservation and maintenance of the park's historic resources.

With so many resources, and within the constraints of limited staffing and funding, managers must often make difficult decisions regarding which resources should be protected first and how limited funding and staff should be distributed. As part of the process of developing the park's significance statements, the priority resources that contribute to this significance were identified and are included on page 14. This information is a guide for managers so they can ensure that limited funding and staff are being programmed to take care of the park's most significant resources. However, park managers must also balance resources to ensure that all contributing resources are protected and preserved, no matter where they fall in the resource priorities.

Protecting historic buildings from fire, controlling erosion on earthworks, and stabilizing and preserving monuments are just a few of the hundreds of actions that may result from this prescription.

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***Collections and archives are housed in a modern facility and preserved using contemporary conservation practices.***

As part of the GMP planning process, the NPS Northeast Museum Services Center conducted an inventory and analysis of the park's collections and archives. The Collection Storage Plan (2003) and the Archives Survey (2003) provide information about resource issues, conditions and makes recommendations for preservation and protection. One of the primary recommendations from both plans is the placement of the collections and archives into a modern facility with controlled atmospheric conditions, security and with adequate space for the growing archeological collections. These resources are now housed in facilities in the Eastern Front and at City Point that do not meet contemporary archival and conservation best practices methods. Placing the collections and archives in an adequate facility would not just arrest their deterioration, but would also allow staff, scholars, students and visitors secure and appropriate access.

The Collections Storage Plan provided alternatives for development of an appropriate facility. These include: an interagency agreement with Fort Lee for space in their Regional Archaeological Curation Facility; adaptive reuse of the Operations building; adaptive reuse of Hunter House; and new construction. After careful consideration of the advantages and disadvantages of each curatorial facility alternative, the park favors an interagency agreement with Fort Lee. The Regional Archaeological Curation Facility is a central repository for the unexhibited cultural resources of federal agencies. The facility provides environmental controls, dedicated storage space, a research/wet lab, centrally-monitored intrusion detection and fire

suppression systems, restricted access and a dedicated curator. It is centrally located among the units and is in close proximity to interpretive and resource management staff

***Natural systems are managed to maintain a healthy ecosystem while protecting the park's cultural resources.***

At Petersburg NB, natural resources, such as streams, trees, vegetation and topography, would be managed to protect the character and quality of the park's significant cultural resources and to provide important interpretive views. In some cases, cultural resource management goals do not allow natural processes such as tree growth to continue unimpeded. Similarly, interpretive goals often require modifying resource management strategies to achieve a desired visitor experience. Therefore, when developing resource management strategies, any competing objectives must be balanced and a preliminary strategy adopted.

Over the next few years, the park will continue conducting natural resource inventories and studies, in partnership with state agencies and universities such as the Virginia Department of Conservation and Recreation, North Carolina State University, the University of Richmond, the Virginia Commonwealth University, Virginia Tech and the College of William and Mary. This information baseline will be the foundation for developing base maps to document existing conditions of natural (flora and fauna) and cultural resources on park-owned and potential new lands. Other actions that might result from this prescription include establishing vegetation strategies to eradicate invasive and exotic species, developing conservation partnerships with local, state and federal agencies to maximize species and habitat diversity and cooperating with agencies to monitor and protect resources.



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***Agricultural leasing activities maintain the rural character while protecting natural and cultural resources.***

The agricultural program is a key component in managing the Eastern and Western Fronts and the Five Forks Battlefield. The fields reflect the agrarian character of the antebellum South and the post-Civil War era, and are an important cultural resource. They provide food and shelter for wildlife and visual diversity for visitors in a largely forested landscape. The clearing of woodland to open up interpretive vistas and historical open battlefield landscapes proposed in the alternatives would increase the open areas in the park, some of which would be placed in agricultural use. This would expand the agricultural leasing program. The amount of acreage to be introduced in the leasing program would differ by alternative.

Many of the nationally significant battlefields in Dinwiddie County proposed in the boundary expansion are considered prime agricultural lands. Both the park and Dinwiddie County, as stated in its 2001 Comprehensive Plan, are committed to the preservation of the pastoral landscape. As one of the mechanisms for landscape preservation, the park will work with landowners and the county to secure agricultural easements in the proposed expansion areas. A more detailed description of the prime and unique agricultural lands is included in The Affected Environment Chapter on page 104 of the Draft GMP/EIS.

Some of the actions under this prescription might include: adjusting the mix of field crops to reflect desired landscape patterns; scheduling management activities (mowing, seeding, fertilizing, etc.) to protect wildlife, encourage diversity of the plant community, limit runoff and protect water quality in

streams; and modifying management activities and the use of agricultural equipment to protect archeological resources in the area.

***No new monuments are installed in the park.***

The park has more than 20 monuments spread throughout the four units, each commemorating individuals or events associated with the Petersburg Campaign. Often, the monument does not impart enough information to satisfactorily convey the depth or relevance of the person or event being



*Damage to earthworks caused by windthrown trees.*

commemorated. During the nine-and-a-half month Petersburg Campaign, 70,000 casualties occurred and hundreds of unique and notable events happened. If commemoration of each of these incidents were permitted, the landscape would be overrun and the integrity of the visitor experience would be diminished. If unchecked, the aggregate effect of all monuments would further impact the ambience, viewshed and interpretability of the battlefield. Allowing the addition of more monuments would also further tax the park's maintenance efforts. Petersburg NB would encourage groups or individuals wishing to commemorate battlefield activities to find other means and mechanisms to do so.

**Battlefield Preservation Zone**  
*The park's boundary is sufficient to provide visitors opportunities to access and experience the nationally significant landscapes and battlefields of the Petersburg Campaign.*

Preserving the nationally significant battlefields and landscapes of the Campaign would enable the park to expand and enrich its interpretive efforts and tell a richer, more



*Reams' Station.*

demonstrative story by getting the visitor out on the landscape. As a result of this increased access, the public would be able to understand the large movements of the armies and how the landscape features influenced the tactical decisions made by Union and Confederate commanders during the battles. Under this alternative, the park would preserve the 7,238 acres of nationally significant battlefields recommended in the boundary expansion analysis. These battlefields are Boydton Plank Road, Crater, Five Forks, Fort Stedman/Picket Line Attack, Globe Tavern, Hatcher's Run, Jerusalem Plank Road, Peebles' Farm, Petersburg-Assault, Petersburg-Breakthrough, Reams' Station, and White Oak Road. The park's boundary would also be adjusted to include two acres on Water Street at Grant's

Headquarters at City Point and one acre on Winfield Road adjacent to the Eastern Front and four acres adjacent to Poplar Grove National Cemetery. The acreage ceiling would be adjusted and the park boundary would expand by a total of 7,238 acres broken down by: Grant's Headquarters at City Point (3 acres), Eastern Front (192 acres), Western Front (5,996 acres) and Five Forks Battlefield (1,047 acres).

Under this alternative, the proposed boundary expansion acreage would be divided among the following management zones:

Zone	Acres	% of Total Acreage
<i>Battlefield Preservation</i>	5,517	76.2
<i>Battlefield Interpretive</i>	1,668	23.1
<i>Historic Interpretive</i>	7	.1
<i>Park Development</i>	44	.6

**Battlefield Interpretive Zone**  
*The major battlefields that define the 1864-1865 landscape-the pattern of forested to open fields-are rehabilitated so visitors can be fully involved in understanding the actions of the battles.*

This prescription will achieve to the fullest extent practical, a rehabilitation of the major battlefields that defined the 1864/1865 landscape, the pattern of forested to open fields. An interpretive experience free of modern intrusions in which the visitor could be fully involved in understanding the actions of the battles is emphasized. Bringing visitors out on the resources, and immersing them in the landscape in which significant Civil War battle actions occurred is one of the defining hallmarks of this alternative. Features that would be revealed in this prescription include the earthworks and land between them, the

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roads and railroads (where possible), trees and topography that provided key terrain, obstacles, cover and concealment, and avenues of approach.

At the Eastern Front, the epicenter of the Crater and Fort Stedman battlefields would be cleared and new interpretive vistas established through the removal of trees and park development at the Petersburg Assault battlefield. In the Western Front, uninterrupted views of the fields of battle as well as important man-made and natural features that influenced tactical decisions and often the outcome of the conflict would be conveyed through interpretation. Revealing major fields of fire and views critical to the battles could be obtained by rehabilitating the landscape to its 1865 condition at Five Forks Battlefield. This would allow the events that occurred here to be better understood. The pattern of forested and open lands would be revealed and maintained, in part by managing the agricultural leasing program. The “draft *Cultural Landscape Reports for the Crater Battlefield and Fish Hook/Federal Left Flank Siegeworks and the Environmental Assessment for the Preservation of Civil War Earthen Fortifications*” would provide guidance on site locations and treatments. New cultural landscape reports for each of the battlefields associated with the boundary expansion would be developed.

***Historic Interpretive Zone  
Poplar Grove National  
Cemetery is rehabilitated to  
reflect the original sense of  
contemplation, quiet, and  
solemnity.***

Developed in 1868, Poplar Grove has many historic features that contribute to the cemetery setting. The features and setting at Poplar Grove would be rehabilitated according to the recommendations of a cultural landscape report and treatment plan.

This report and plan would guide the level of rehabilitation and suggest the most appropriate actions for preserving, repairing and maintaining the structures, headstones and setting of the national cemetery.

***The cultural landscape at City  
Point is rehabilitated to reflect  
its significant period of 1864-65  
while respecting the diverse  
layers of history.***

The cultural landscape of Grant's Headquarters at City Point would be rehabilitated to provide visitors an understanding and appreciation for the significance of City Point as the headquarters for General Grant. This site is significant as the place he directed military events of the Union army, his discussions with President Lincoln concerning terms of surrender and reconstruction and as the logistical base for the Union army.

The landscape surrounding Grant's cabin and the James River waterfront would reflect a greater presence at City Point. Visitors would be allowed to enter the cabin accompanied by park staff.

Appomattox Manor would be rehabilitated as a historic house museum and demonstrate the life of the Eppes family, who owned the site's plantation. The grounds, gardens, views and outbuildings would also be rehabilitated for interpretive purposes. They include a kitchen/laundry house, dairy, two smokehouses and garage. Bonaccord would be rehabilitated as a visitor contact station and Hunter House and Naldara would be stabilized and preserved for park administrative use.

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## **Interpretation & Education**

*Interpretive themes are expanded to convey a broader range of stories, activities, events and experiences related to military, social, political and economic issues surrounding the Petersburg Campaign in the context of the Civil War.*

A new interpretive program would be developed on the broader military, political and social causes and impacts of the Campaign. The broadened themes would help to tell currently "untold" stories.

The new themes would not just relay military tactics and engineering, but would include a much broader social context such as the role of women during the siege, African-American troops, slave and plantation life and the experiences of ordinary Petersburg citizens.

Exhibits and resources would be used to complement the expanded interpretive themes and stimulate the visitor's interest in touring historic sites where distinct stories could provide a fuller understanding of the park's concepts and themes. The presentations at the visitor center and other historic sites would be developed with the assistance of scholars, interpretive designers, educators and the local community.

Research would continue to be an important function for the Petersburg NB staff, but its focus would be on the broader context of the campaign and the new expanded interpretive themes. The park's ethnographic resources would be studied. From them, stories could be found that illustrate differing points of view and impacts that these events had on lives of individuals, families and communities. A special effort would be made to work with local scholars and universities on the stories of African-Americans. The information

provided would be used in new exhibits, publications and programs.

*Visitors are actively encouraged to visit key sites in the region that are related to the Petersburg Campaign.*

Many of the sites that are crucial to understanding the Campaign are outside of the park boundary, requiring cooperation between NPS and the managers and interpreters of those places. Of particular interest is the city of Petersburg where residents endured the longest siege on American soil.

By coordinating with managers of key regional sites, a richer Civil War story can be told, attracting a wider audience base. Among the information available about the park at visitor and contact stations, visitors would be able to also get information on other regional NPS and non-NPS sites that commemorate, interpret or preserve Civil War actions, artifacts and locations. Other sites include Pamplin Historical Park, Violet Bank and the Siege Museum. Numerous entities manage the region's sites, and the hours of operation as well as the quality and amount of interpretive information provided vary widely. Joint initiatives will help to make it easier for the visitor to get to the region's many resources. Partnership efforts can provide seasonal programs and special events that attract a diverse audience. Regional culture, art and music can be integrated into interpretive programs and events, providing a richer experience.

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***Partnerships with local school districts, universities and local businesses are expanded to provide opportunities for learning about the Petersburg Campaign.***

The park's expanded educational goals include partnering with schools and teachers to create pre- and post-visit lesson plans and materials. Partnering with local businesses and other organizations will help to fund transportation needed for lower-income schools for site visits and materials needed to create a dynamic learning experience such as educators' guides, traveling trunks and interpretive media geared to different age groups such as brochures, CDs and web site.

***Battlefield Preservation Zone  
Visitors move through the battlefields using trails, way-side exhibits and guided tours to explore and understand battle actions and outcomes.***

The interpretive program would be enhanced by incorporating the new themes into tours, presentations and wayside exhibits. The interpretive program at each unit will be taken to a higher level by encouraging the visitor to use the landscape as a way of understanding the conditions and battle actions that are unique to the unit, the campaign and the war. The resources at each unit will be used to demonstrate the military, social, political and economic ideas inherent in each theme.

***Battlefield Interpretive Zone  
Movement through, and experience of the rehabilitated 1864/1865 landscape helps the visitor understand the various***

***decisive battles that helped shape the campaign.***

This landscape is critical to visitor comprehension of: the massive scale and scope of the campaign; the strategic advantages, disadvantages, and interdependent relationship between different fortifications within a complex network of trenches, batteries, and forts; the proximity of opposing lines, the defensibility of positions, and the vulnerability of troops within those lines; and the contrasting complexity and simplicity of engineering for trench warfare. Interpretation



*Park ranger explaining the firing of a Civil War cannon.*

would be updated and improved to reflect the new themes and would be structured around the battles fought east of Petersburg at the start of the siege. Strategic battle actions, military tactics and engineering will be conveyed by encouraging visitors to experience the landscape by trails, ranger-led and self guided tours.

***Visitors experience the solemn and commemorative landscape at Poplar Grove.***

Visitors to the cemetery will experience a place much closer in design and atmosphere to the original cemetery, established in 1868. The replaced headstones will evoke the original intentions of the designer,

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commemorating those fallen in battle. New waysides and updated interpretive programs reflect new themes and stories unique to this unit. Tours, special events and presentations are scheduled regularly.

## **Visitor Use and Facilities**

***Major visitor services, facilities and support uses are located where they would have little or no impact on significant cultural landscape resources.***

As the park has been developed over the last 78 years, policy guidance on the placement of both visitor facilities and administrative buildings has been adapted to reflect the importance of cultural landscapes and preservation of the historic scene. Previous NPS practices frequently located visitor centers, parking lots and other interpretive support functions either within or immediately adjacent to the battlefields where these facilities and the visitors using them adversely impact historic landscapes. The current Eastern Front Visitor Center, parking area and maintenance yard, are situated prominently on the Petersburg Assault battlefield making it difficult to convey the troop movements and battle action to visitors. At Five Forks Battlefield, a converted gas station situated at the historic intersection serves as a visitor contact station and disturbs the most significant interpretive area of the battlefield.

Over the next 20 years as the park expands and develops, any new facility would be located away from significant cultural landscape resources. The current visitor contact station that serves the Five Forks Battlefield, would be removed. **A modern building would be constructed, sensitive to contributing resources and viewsheds and serve to orient visitors to the battlefield and park, house exhibits and**

**accommodate storage and administrative uses.** Portions of the park's trail system that intrude on interpretive vistas and viewsheds would be relocated. The system of trails in the Eastern Front brings visitors into the cores of the Crater and Fort Stedman battlefields. The sections that intrude on the interpretive vistas would be relocated so that they circle the vistas, rather than intrude on them. New trails would not be located where use, steep slopes and drainage patterns would damage natural resources. Trails in the Eastern and Western Fronts that are located in sensitive areas would also be relocated. As trails are relocated, the existing connections between the recreational trail system and the historic trail system would be eliminated to severely limit the intrusion of recreation users close to primary interpretive vistas.

## **Visitor facilities are adequate to accommodate a range of visitor services.**

Ideally, a range of visitor facilities would be available to accommodate the varying types of experiences, programs and educational presentations that can happen in any given NPS park. At Petersburg NB, the existing visitor center at the Eastern Front accommodates many of those activities, although not always adequately. The visitor center cannot accommodate large groups of visitors and there is not an adequate or versatile meeting or presentation space. To solve this problem, the park would renovate the existing historic Civilian Conservation Corps-era Operations building as an education and training facility. Visitor comfort facilities are not adequate in all the units, for example they are only available seasonally at Poplar Grove. The park would make improvements to the comfort facilities at the Poplar Grove superintendent's lodge and make them available year-round. At the Five Forks Battlefield, visitor services are currently provided in a small, former gas station with

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limited exhibit space. There are no restrooms available, only a single portable toilet located in the parking lot and no self-contained potable drinking water. Current conditions do not meet federal, state or local health codes. The visitor parking area adjacent to the building has only enough room for five vehicles and no adequate bus parking. There are no maintenance facilities or equipment storage areas meeting the minimum requirements necessary within 21 miles of the site. Extremely hazardous conditions exist for visitors. The contact station is located on one side of an intersection; exhibits and national historic landmark monuments are located on the other. Visitors must cross several two-lane roads with 45-55 mile per hour speed limits without crosswalks, signage, reduced speeds, or traffic signals. Serious motor vehicle accidents have occurred including park structures and buildings being struck and damaged. A new visitor contact station, located away from the historic intersection, would be developed and include restrooms, interpretive exhibits, staff offices, adequate parking, maintenance areas and trails.

***Visitors use the way-finding system of maps, signage and other materials to easily find park units.***

The way in which visitors receive and use information about the park and its programs will be updated and improved. Because the park's units are not contiguous, it is imperative that the signage system inside and outside the park's boundary be cohesive and strategically and logically placed. This task will take a considerable amount of planning and coordinating with local jurisdictions and partners interested in a larger, regional signage endeavor. The park would also update the existing park brochure, web site and other orientation materials to reflect the new unit names and facilities.

***Alternative modes of transportation between park units and other significant battlefield resources and sites are available with the supporting infrastructure, tracing the distance and progression of the campaign.***

For many visitors to popular National Park sites, especially during peak summer season, the anticipated park experience is being diminished by the very reason people seek vacations - relief from traffic jams, accidents, noise and exhaust fumes. Many road systems that connect travelers to parks are experiencing the effects of poorly planned transportation systems and sprawl. At Petersburg NB, the movement between four noncontiguous units along a 37-mile long tour route traversing an urban/suburban/ rural environment is a challenge to most visitors. With increasing residential and commercial development along primary road systems in the next 20 years, the park experience would be compromised.

The park will explore alternative transportation options for traveling between park units by means other than automobiles. This could be accomplished by shuttle buses, local transit or by biking along a trail system. The park will pursue funding for transportation feasibility studies that research, analyze and recommend a system best suited to the region and park.

The development of a multi-use trail system that connects significant battlefields in Dinwiddie County and potentially other recreational trails and sites would accomplish many objectives. First, the trails would enable visitors to get out of their cars and truly experience the landscape, the resources and the extensive scale of the

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campaign. Second, the trails would provide opportunities for active recreation including walking, jogging, bicycling and in some locations horse-back riding. Third, alternative modes of transportation would help the region attain air-quality standards. The park will coordinate with the Dinwiddie County Battlefield Trails project to look at opportunities to connect the battlefields.

***Battlefield Interpretive Zone  
Comfort facilities are provided  
at Hatcher's Run and Reams'  
Station battlefields.***

As the battlefields included as part of the boundary expansion are developed in the Western Front, comfort stations would be developed in existing structures at Hatcher's Run and Reams' Station battlefields.

***Historic Interpretive Zone  
The historic Bonaccord House  
is rehabilitated as a visitor  
contact station and provides  
a full orientation to the park,  
campaign and local stories.***

The Bonaccord house would be rehabilitated to serve as a visitor contact station with comfort facilities, interpretation and administrative offices. The facility would provide orientation to the City Point unit and the entire park.

***The development of a new  
visitor contact station that orients  
visitors to historic resources in  
Old Town, the park and the  
region will be explored with the  
City of Petersburg and other  
partners.***

The park will explore how it can assist the city to develop a visitor contact station in historic

Old Town. The facility would provide interpretive programs and tours related to Petersburg themes and stories and help direct visitors to related attractions and accommodations in the area. The park would provide technical assistance to locate a suitable building for such a facility and help find other partners that can assist in funding, fund raising as well as tourist—and history-related programs. Park interpretive staff would participate in special events, programs and tours, and may also provide part— or full-time staff.

***A visitor contact station at the  
Poplar Grove superintendent's  
lodge will orient visitors to  
western battlefields, the park  
and the region.***

Rehabilitating the superintendent's lodge at Poplar Grove will provide a much needed visitor contact, comfort and information station. The contact station will provide much more information on Poplar Grove National Cemetery and help visitors plan their tour of the Western Front and the park. A facility will also enable higher quality interpretive programs and tours to occur more frequently.

***Organizational Efficiency  
The park fosters partnerships  
and participates in programs  
and initiatives to preserve  
battlefield resources related to  
the Petersburg Campaign.***

Park managers recognize that volunteers and cooperators greatly expand the park's ability to protect and interpret its resources beyond what would be possible with federal funds alone. For all the action alternatives, the park would maintain and strengthen current relationships, but also seek to foster new ones to preserve battlefield resources. These active partnerships would find innovative ways to



protect resources outside park boundaries, to establish new county or state parks, to raise funds and to increase public awareness of the impending loss of Civil War resources. The initiation and implementation of a battlefield conservation effort would require partnerships with landowners, nonprofit organizations, business interests and local jurisdictions.

The park would increase its advocacy of battlefield conservation for the many sites significant to the campaign that lie outside park boundaries. Park staff would encourage landowners to pursue a variety of regulatory mechanisms useful in the battlefield conservation effort and available to local jurisdictions and interested parties including zoning, historic, cultural and agricultural easements

These efforts would also include working with local jurisdictions, landowners and others on issues of growth adjacent to the park boundaries. The park would consult with local governments and agencies to address and encourage planning and development initiatives that have the potential to affect Petersburg NB and its resources, including the uses of adjacent properties. Significant areas of the lands around the Western Front and Five Forks Battlefield have been identified as targets for growth in the next decade.

***Existing partnerships are maintained and strengthened, and new partnerships are forged, expanding NPS' ability to protect park resources and provide high quality visitor interpretation and experience.***

The park already has numerous examples of protecting resources of the Petersburg

Campaign within its boundaries by assistance from interested groups, individuals and organizations. They provide funds, time and equipment for critical park management projects. The park would increase its ability to protect resources through these existing relationships and by forging new ones.

NPS could expand its technical assistance to the City of Petersburg for the protection of Civil War resources. Petersburg NB and the City of Petersburg have worked on collaborative projects and they share resource protection concerns. The City owns Centre Hill Mansion and earthwork



*Union Fort Sedgwick, 1865.*

resources on Flank and Defense Roads, which were originally part of the park. Petersburg NB could provide technical assistance to the city on specific resource issues, and lend its expertise to the city in other activities that would support the park visitor's experience.

Existing partnership and coordination efforts with the City of Hopewell, Hopewell Tourism and the Historic Hopewell Foundation would continue on such issues as preserving and protecting waterfront resources and encouraging tourism.

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Discussions would also be initiated with local, state and federal transportation agencies on issues such as maintenance, planned construction and general safety concerns on public roads within and adjacent to park boundaries and transportation options available to park visitors.

***There is increased collaboration among NPS Civil War parks in the region.***

There would be increased collaboration among NPS Civil War parks in the region with coordinated interpretive programs and materials at Fredericksburg and Spotsylvania NMP, Richmond NBP, Petersburg NB and Appomattox Court House NHP. Each site would provide visitors with a clear understanding of the flow of events and decisions during the last years of the Civil War. In each park, NPS staff would emphasize this larger story while providing visitors with an experience of the events associated with the individual park.

Having a coordinated NPS information program would increase visitation, understanding and education. Some actions the parks might take together would be developing a unified tour of all four parks, augmenting existing brochures and programs with materials about the larger story and initiating interpretive 'summits' to foster collaboration among park staff and superintendents.

***There is concurrent jurisdiction for law enforcement operations in the park.***

Petersburg NB currently is a confusing hodge-podge of legislative jurisdictions. The ability of the NPS to accept responsibility for law enforcement activities occurring within the park is directly related to the jurisdictional status of these lands.

Exclusive jurisdiction requires that law

enforcement must be provided by the United States. The Federal government possesses all the authority of the State, subject only to the right of the State to serve criminal and civil process for actions occurring outside the unit. Recent studies have shown that NPS law enforcement is understaffed, and in areas under exclusive jurisdiction, the effectiveness of NPS officers is limited since they are unable to call upon State and local law enforcement for backup or investigative services for crimes committed in such areas.

Concurrent jurisdiction would be advantageous to Federal, Commonwealth, and local law enforcement authorities since it would allow NPS law enforcement officers to enforce both Federal and Commonwealth of Virginia laws and regulations within boundaries of the park thereby enhancing public safety by supplementing Commonwealth and local law enforcement within the park. In addition, concurrent jurisdiction would allow more efficient administration of justice by allowing NPS officers to charge crimes which are not covered under Federal law and petty offenses such as motor vehicle traffic violations which are more effectively handled in Commonwealth Court rather than Federal District Court which would also enhance public safety. Concurrent jurisdiction does not effect the status of the Commonwealth or the NPS' traditional legal prerogatives, responsibilities and functions within the park.

Conversely, in areas under proprietary jurisdiction, the NPS can only enforce Federal laws and regulations which may not cover all types of potential criminal activity and requires that defendants be tried before a Federal District Court Magistrate or Judge which in some cases may not be the most efficient means of administering justice. The Assimilative Crimes Act, 18C.F.R.13, is not available in areas of proprietary jurisdiction to incorporate State laws, and therefore the burden of most felony investigation, arrests

and prosecutions within the park falls on Commonwealth and local law enforcement.

A current breakdown of these jurisdictions and locations are: Eastern Front—919 acres, exclusive; 541 acres, proprietary and 5 acres held concurrently. The Grant's Headquarters at City Point Unit has 19 acres held concurrently, as is the Five Forks Battlefield Unit with 1,115 acres. In the Western Front, Poplar Grove National Cemetery's 12 acres is exclusive with the remaining satellite sites, (approximately 96.49 acres) administered under proprietary jurisdiction. These areas, particularly in the Eastern and Western Front Units, cross county and city boundaries, which only adds to the confusion. Jurisdictions are determined by dates of acquisition, deed language and the associated State and Federal law at the time of acquisition. For instance, a parcel acquired in 1981 may carry a different jurisdiction to one acquired prior to 1940. Due to this confusion, commissioned law enforcement personnel are required to carry with them a ream of color-coded boundary maps, so as not to infringe on the legislative rights of localities or the State. This may cause hesitancy in action or reaction that could prove potentially harmful to the officer and the resource.

The NPS will pursue complete conversion to concurrent jurisdiction at Petersburg NB. This would require the Department of Interior retrocede exclusive jurisdiction to the Commonwealth of Virginia over areas currently under exclusive jurisdiction, and the Commonwealth to grant concurrent jurisdiction to the United States over those areas as well as areas currently under proprietary jurisdiction. The objective would be to establish a partnership between the NPS and the Commonwealth of Virginia in the administration and management of Petersburg NB lands. Concurrent jurisdiction would provide the flexibility to manage the park in a uniform manner and

enable management to carry out the civil or criminal process as desired. Local law enforcement officials will be able to provide assistance anywhere in the park without interference from the patchwork of existing jurisdictions thereby improving our resource protection and service to the public.



*Fort Wadsworth prior to tree and brush removal.*

## Alternative D: The Landscape Tells the Stories

## Management Prescriptions

Management Prescriptions	Examples of Actions That Could Be Taken
<b>Preserving and Protecting Resources</b> Resources, including historic structures, landscapes, archeological sites, monuments and collections that contribute to the significance of the park are stabilized, preserved and maintained in good condition.	Performing routine maintenance, preservation actions, repair and restoration of historic structures. Maintaining selected earthworks by removing trees, controlling erosion and proper seed selection. Preserving monuments by utilizing best practices methods.
Poplar Grove National Cemetery is rehabilitated to reflect the original sense of contemplation, quiet, and solemnity.	Develop a cultural landscape report and treatment plan.
Collections and archives are housed in a modern facility and preserved using contemporary conservation practices.	Developing a new facility to house the park's significant collections and artifacts according to contemporary archival and conservation practices.
Natural systems are managed to maintain a healthy ecosystem while protecting the park's cultural resources.	Establishing vegetation strategies to eradicate invasive exotic species. Developing conservation partnerships with local, state and federal agencies to maximize species and habitat diversity. Developing base maps to document existing conditions of natural (flora and fauna) and cultural resources on park-owned and potential new lands Cooperating with agencies to monitor and protect resources. Developing battlefield vegetation management strategies.
Agricultural leasing activities maintain the rural character while protecting natural and cultural resources.	Adjusting the mix of field crops to reflect desired landscape patterns. Scheduling management activities (mowing, seeding, fertilizing, harvesting, etc.) to protect wildlife, limit runoff and protect water quality in streams. Modifying management activities and the use of agricultural equipment to protect archeological resources in the area.
No new monuments are installed in the park.	Providing a clear and concise public information brochure to illustrate justifications for this NPS policy. Offering assistance to those groups seeking to install new monuments to find other means of commemoration.
<b>Interpretation and Education</b> Interpretive themes are expanded to convey a broader range of stories, activities, events and experiences related to military, social, political and economic issues surrounding the Petersburg Campaign in the context of the Civil War.	Developing interpretive programming to tell the "untold" stories. Presenting and interpreting the expanded, broader themes as they are relevant to each of the units. Using the resources at each unit to illustrate an aspect, circumstance or outcome of the Petersburg Campaign. Developing exhibits, interpretive media, materials and other information to orient visitors to new themes. Creating a Comprehensive Interpretive Plan. Identifying and studying the park's ethnographic resources. Partnering with school districts to promote educational programs.
Visitors are actively encouraged to visit key sites in the region that are related to the Petersburg Campaign.	Expanding and coordinating interpretive, promotional and marketing relationships with owners and managers of historic sites and museums relating to broader interpretive themes of the Civil War. Working with partners to expand the existing audience base. Providing seasonal programs and special events to celebrate history, culture, art and music. Encouraging visitation to the more isolated areas and drawing attention to newly accessible areas. Creating integrated and comprehensive visitor-orientated materials.

## Alternative D: The Landscape Tells the Stories

## Management Prescriptions

Management Prescriptions	Examples of Actions That Could Be Taken
<p><b>Interpretation and Education</b> <i>continued</i></p> <p>Partnerships with local school districts, universities and local businesses are expanded to provide opportunities for learning about the Petersburg Campaign.</p>	<p>Expanding partnerships with local school districts for educational programming.</p> <p>Creating interpretive and educational materials geared towards children and young adults.</p> <p>Maintaining a genealogical research assistance program, access for scholars and the Civil War soldiers' registry program.</p> <p>Initiating scholarship and public education partnerships with local scholars, universities and organizations to expand the information available to the public.</p>
<p><b>Visitor Use and Facilities</b></p> <p>Major visitor services, facilities and support uses are located where they would have little or no impact on significant cultural resources.</p>	<p>Rehabilitating the current Five Forks visitor contact station from the historic intersection.</p> <p>Constructing a new multi-use building at Five Forks that could accommodate exhibits, visitor orientation, maintenance storage, offices and restrooms.</p> <p>Removing or relocating trails that intrude on resources.</p>
<p>Visitor facilities are adequate to accommodate a range of visitor services.</p>	<p>Rehabilitating the historic CCC—era Operations building for educational programming and training space.</p>
<p>Visitors use the way-finding system of maps, signage and other materials to easily find park units.</p>	<p>Creating a new park brochure.</p> <p>Developing and implementing a way-finding system for the park.</p> <p>Coordinating with proper entities to determine appropriate locations for signs.</p>
<p>Alternative modes of transportation between park units are available with the supporting infrastructure, tracing the distance and progression of the Campaign.</p>	<p>Partnering with Dinwiddie County at Five Forks and Western Front to link trails.</p> <p>Conducting a feasibility study to provide a non-polluting shuttle bus between park units.</p> <p>Providing bike racks at each unit.</p> <p>Working with interested citizens, businesses, elected leaders and local, state and federal agencies to provide public transportation options among sites, to develop rail and river visitor experiences, and to implement a multi-use trail system connecting all battlefields.</p> <p>Conducting a Transportation and Circulation Study.</p>
<p><b>Organizational Efficiency</b></p> <p>The park fosters partnerships and participates in programs and initiatives to preserve battlefield resources related to the Petersburg Campaign.</p>	<p>Assist local governments and organizations with planning and development initiatives.</p> <p>Coordinating and communicating with local and state transportation agencies on issues relating to public roads adjacent to the park.</p>
<p>Existing partnerships are maintained and strengthened, and new partnerships are forged, expanding NPS' ability to protect park resources and provide high quality visitor interpretation and experience.</p>	<p>Providing increased opportunities for collaboration with universities, scholars, historians and the public on visitor experiences.</p> <p>Assist Hopewell and Petersburg with waterfront development for recreation and interpretation.</p>
<p>There is increased collaboration among NPS Civil War parks in the region.</p>	<p>Developing a unified tour of all four parks.</p> <p>Augmenting existing brochures and programs with materials about the larger story.</p> <p>Developing tour and visitor center exhibits that would be used in all the parks with minor variations in emphasis.</p> <p>Initiating interpretive 'summits' to foster collaboration among park staff and superintendents.</p>

## Alternative D: The Landscape Tells the Stories

## Management Prescriptions

Management Prescriptions	Examples of Actions That Could Be Taken
<b>Preserving and Protecting Resources</b>  <b>Battlefield Preservation Zone</b> The park's boundary is sufficient to provide visitors opportunities to access and experience the nationally significant landscapes and battlefields of the Petersburg Campaign.	Seeking new legislation to remove the acreage ceiling allowing the park to accept lands of nationally significant battlefields and buffer lands to protect existing resources.
<b>Battlefield Interpretive Zone</b> The major battlefields that define the 1864-1865 landscape-the pattern of forested to open fields-are rehabilitated so visitors can be fully involved in understanding the actions of the battles.	Determining criteria to be used to select which viewsheds, battlefield cores, fortifications and other man-made and natural features should be opened, cleared or revealed.  Rehabilitating basic 1864/65 pattern of forested to open lands at Stedman and Crater Battlefields.
<b>Historic Interpretive Zone</b> The cultural landscape at City Point is rehabilitated to reflect its significant period of 1864-1865 while respecting the diverse layers of history.	Rehabilitating the cultural landscape of Appomattox Manor, Hunter House, Bonaccord and Naldara. Rehabilitating the historic buildings for interpretation and park administrative use. Maintaining the passive recreation area along the James River.
<b>Interpretation and Education</b>  <b>Battlefield Preservation Zone</b> Visitors move through the battlefields using trails, wayside exhibits and guided tours to explore and understand battle actions and outcomes.	Updating interpretive programs to reflect new themes and incorporating themes and stories unique to this unit. Scheduling tours, special events, and presentations regularly. Structuring interpretation programs out on the landscape among resources and encouraging self-guided tours. Updating brochures and wayside exhibits.
<b>Battlefield Interpretive Zone</b> Movement through and experience of the rehabilitated 1864/1865 landscape helps the visitor understand the various decisive battles that helped shape the Campaign.	Updating interpretive programs to reflect new themes and incorporating themes and stories unique to this unit. Enhancing visitor experience and understanding by revealing features that influenced the course of the battle. Revealing military engineering features and those portions of the cores of battlefields where the heaviest fighting occurred. Rehabilitating selected portions of battlefields to their 1864/65 patterns. Relocating NPS facilities within the primary interpretive destinations to areas that would not impact the interpretive experience where and when feasible. Updating brochures and wayside exhibits.
<b>Historic Interpretive Zone</b> The rehabilitated historic buildings and features associated with Appomattox Manor landscape, Grant's Cabin and the waterfront at City Point are used by visitors along with guided tours, enhanced media and wayside exhibits to understand the continuum of uses through time.  Visitors use the historic streetscape in Old Town Petersburg along with guided tours, museums, wayside exhibits and other means to understand the impacts of the siege on the city.  The historic features and setting of Poplar Grove National Cemetery, along with guided tours, wayside exhibits and special presentations are used by visitors to understand the commemorative landscape.	Updating interpretive programs to reflect new themes and incorporating themes and stories unique to this unit. Enhancing the visitor experience by encouraging visitors to explore resources such as the viewsheds and landscape, including the river. Updating brochures and wayside exhibits.  Coordinating and assisting the City of Petersburg to provide guided tours, programs and presentations. Collaborating with the City on interpretive themes and highlights. Updating brochures and wayside exhibits.  Updating interpretive programs to reflect new themes and incorporating themes and stories unique to this unit. Scheduling tours, special events and presentations regularly. Updating brochures and wayside exhibits.

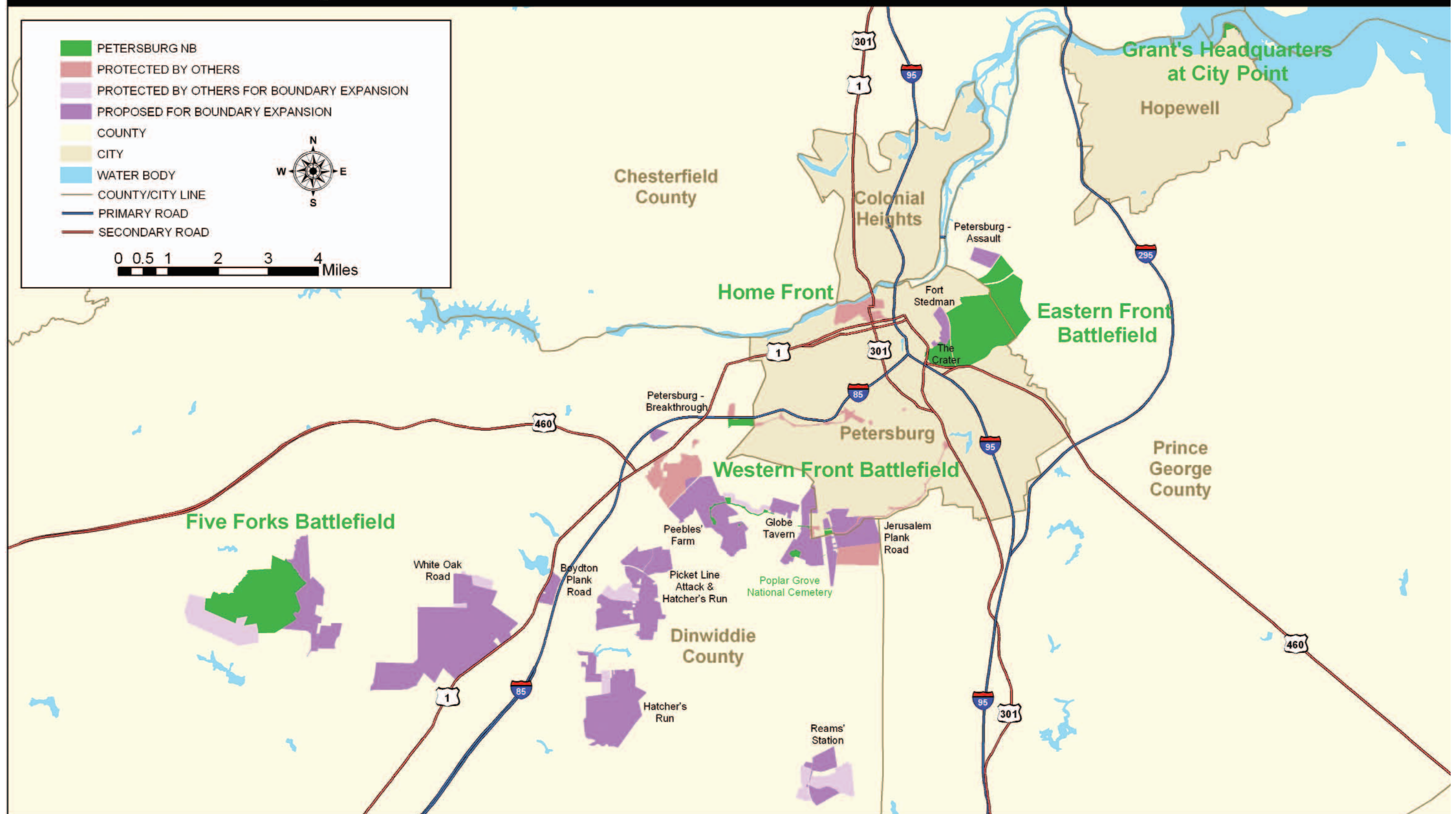
## Alternative D: The Landscape Tells the Stories

## Management Prescriptions

Management Prescriptions	Examples of Actions That Could Be Taken
<b>Visitor Use and Facilities</b>  <b>Battlefield Interpretive Zone</b> Comfort facilities are provided at Hatcher's Run and Reams Station Battlefields.	Determining best locations for comfort stations.  Updating visitor information as to location of comfort stations.
<b>Historic Interpretive Zone</b> The historic Bonaccord House is rehabilitated as a visitor contact station and provides a full orientation to the park, Campaign and local stories.	Rehabilitating Bonaccord to include visitor information, orientation, interpretation and comfort space.  Providing for recreation such as picnicking, fishing and other pursuits, if not incompatible.
The development of a new visitor contact station that orients visitors to historic resources in Old Towne, the park and the region will be explored with the City of Petersburg and other partners.	Helping the city to find a suitable facility.  Providing the city with technical assistance.  Helping the city to find suitable partners to rehabilitate, fund and staff the new facility.  Participating in interpretive programs with the city.  Updating brochures and other interpretive media to include events and programs in Old Town, Petersburg.
A new visitor contact station at the Poplar Grove superintendent's lodge will orient visitors to western battlefields, the park and the region.	Creating a facility rehabilitation plan.  Updating park information brochures.
<b>Park Development Zone</b> The historic Operations building is rehabilitated to serve as the park's new education and training facility.	Developing a design plan that includes training, education and presentation space while respecting the historic integrity of the building.

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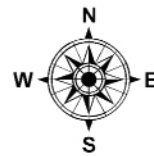






# Alternative D

Management Zones -  
Home Front, Eastern Front &  
Grant's Headquarters at City Point

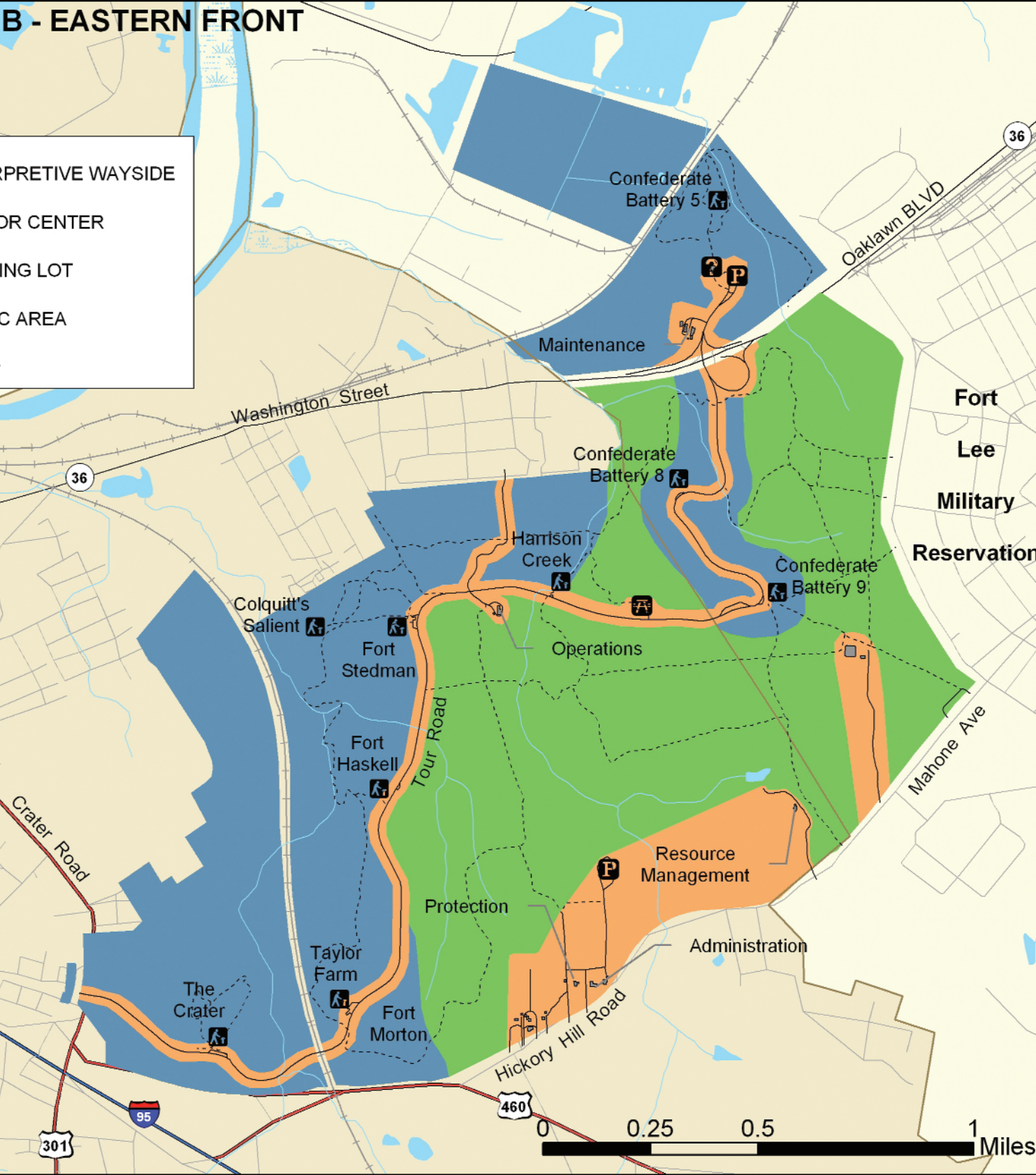


- BATTLEFIELD PRESERVATION ZONE
- BATTLEFIELD INTERPRETIVE ZONE
- HISTORIC INTERPRETIVE ZONE
- PARK DEVELOPMENT ZONE

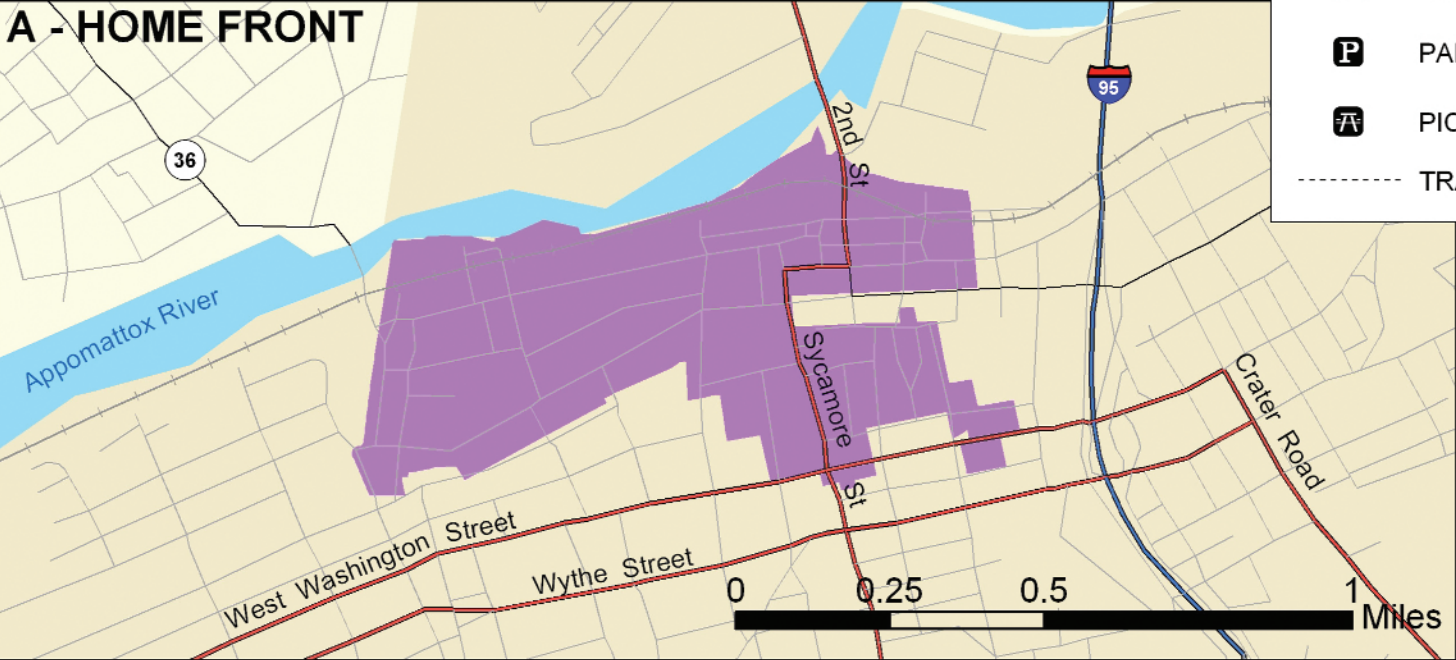


## B - EASTERN FRONT

- INTERPRETIVE WAYSIDE
- VISITOR CENTER
- PARKING LOT
- PICNIC AREA
- TRAIL



## A - HOME FRONT



## C- GRANT'S HEADQUARTERS AT CITY POINT

